

2007-2008

# THE SOUTH CAROLINA TEACHER LOAN PROGRAM

Annual Review

### **Summary**

The Teacher Loan Program (TLP) was created in 1984 as part of the Education Improvement Act to recruit individuals into teaching in critical needs areas and critical needs schools. In 2000 the South Carolina General Assembly directed the Education Oversight Committee to conduct an annual review of the program and to report their findings to the General Assembly. The first report was issued in 2002 and subsequent annual reports were issued in 2003, 2004, 2005, 2006 and 2007. The basic components of each report have remained the same over the continuum of reports, though there have been individual different research questions analyzed each year. The 2007 report found that: the statistical data presented in previous years remained constant through the 2006-07 academic year; that the program continues to attract individuals into the teaching profession; that the program still lacks identified and adopted goals and objectives; that a Policy Governance Board to market the program and set policy decisions to improve the communication about the program needs to be established; that the average SAT scores of TLP recipients continues to increase; and that the vast majority of loan applicants and recipients continue to be white females.



## **The South Carolina Teacher Loan Program**

### **Statutory Authority**

The South Carolina Teacher Loan Program was established through action of the South Carolina General Assembly with the passage of the Education Improvement Act of 1984.

According to the Code of Laws of South Carolina (Title 59, Section 26j):

the Commission on Higher Education, in consultation with the State Department of Education and the staff of the South Carolina Student Loan Corporation, shall develop a loan program whereby talented and qualified state residents may be provided loans to attend public or private colleges and universities for the sole purpose and intent of becoming certified teachers employed in the State in areas of critical need. Areas of critical need shall include both geographic areas and areas of teacher certification and must be defined annually for that purpose by the State Board of Education.

The intent of the legislation was to encourage prospective students to become teachers and to remain in the State teaching in areas of critical need by offering loans that could be cancelled (or forgiven) if the teacher taught in a critical needs area. The program was one of a number of incentive-related programs included in the 1984 legislation. Beginning with an initial appropriation of \$1.5 million, the annual appropriation for the Teacher Loan Program has varied from \$1.2 to \$5.3 million since the inaugural year. Including budget transfers, funds available through repayment, and excluding administrative cost, the actual amount loaned should exceed \$6.0 million during 2007-08. The Student Loan Corporation (SLC) administers the program for the state of South Carolina. Since the inception of the program over 14,000 individuals have received a loan for at least one year.

According to regulations from the Commission on Higher Education, eligible applicants for teacher loans must meet the following criteria:

- Be a United States citizen;
- Be a resident of South Carolina;
- Be enrolled in good standing at an accredited public or private college or university on at least a half-time basis;
- Be enrolled in a program of teacher education or have expressed intent to enroll in such a program;
- Be in good standing on any other student loan;
- Be in the top 40 percent of their high school graduating class;
- Have an SAT or ACT score equal to or greater than the SC average for the year of graduation from high school or the most recent year for which data are available;

- For students currently enrolled as undergraduate students, have taken and passed the Praxis I; and,
- Have an undergraduate cumulative grade point average of at least 2.75 on a 4.0 scale.

Graduate students who have completed at least one semester must have a grade point average of 3.5 (on a 4.0 scale) and must be seeking initial certification in a critical subject area if the applicant already holds a teaching certificate.

Participants in the state's Career Changers Program are also eligible to receive loans from the South Carolina Teacher Loan Program. This program, established by the General Assembly in 2001, received \$1,622,662 in 2006-07. The Career Changers Program was designed to recruit persons with undergraduate degrees in areas other than teaching who have been working for at least three years. The program also recruits instructional assistants in the public schools of South Carolina who have been employed for a minimum of three years. Finally, since 2000, participants in the South Carolina Program for Alternative Certification for Educators (PACE) have been eligible to receive loans for courses required for certification.

College freshmen and sophomores may receive loans for up to \$2,500 per year, while juniors, seniors, and graduate students may borrow up to \$5,000 per year. The maximum total loan amount for any individual student is currently \$20,000. PACE participants are limited to \$1,000 per year and cannot exceed an aggregate amount of \$5,000. Individuals in the Career Changers Program are eligible to borrow up to \$15,000 per year and up to an aggregate maximum of \$60,000. Regardless of program, the loan can be used for any purpose at the discretion of the recipient; it is not designated for tuition, room, board, books, etc.

Under current guidelines, teacher loans, whether to undergraduates, PACE participants, or Career Changers, may be cancelled at the rate of 20 percent annually or \$3,000, whichever is greater, for each full year of teaching in a critical subject **or** a critical geographic area within the state. Should both criteria be met, teaching in a critical subject **and** in a critical geographic area, the loan may be cancelled at an annual rate of 33.33 percent or \$5,000, whichever amount is greater. The State Board of Education annually reviews potential need areas and makes appropriate designations, therefore, areas of critical need may change from year to year. Generally, the subject areas deemed critical at the time of application are honored for cancellation when the individual begins teaching. The critical geographic area designation must be deemed critical at the time of employment. Should the loan recipient decide not to teach, the

interest rate is set at the interest rate charged on Stafford Loans, plus an additional 2 percent. The interest rate for the TLP has been capped at 10.25 percent, and is presently 8.8 percent.

In 2000, the Teacher Quality Act directed the Education Oversight Committee (EOC) to conduct annual reviews of the South Carolina Teacher Loan Program and to report their findings to the South Carolina General Assembly. The EOC has conducted a series of studies of the program, the most recent in September 2007. Findings from previous reports can be found in the Appendix.

### **Funding of the Teacher Loan Program**

With funds from the Education Improvement Act Trust Fund, the General Assembly has appropriated monies to support the loan program in the amounts shown in Table 1. Data in the table also include the administrative costs of the program and the amount of funds utilized from repayments.

**Table 1**  
**SC Teacher Loan Program: Revenues and Loans Over Time**

Year	Appropriation	Legislatively Mandated Transfers	Revolving Funds from Repayments	Total Dollars Available	Administrative Costs	Percent of Total Dollars Spent on Administration	Amount Loaned
1984-85	1,500,000	0	0	1,500,000	124,033	8.3	300,000
1985-86	1,250,000	0	0	1,250,000	71,214	5.7	1,008,115
1986-87	1,943,059	75,000 <sup>1</sup>	0	1,943,059	84,376	4.3	1,776,234
1987-88	2,225,000	75,000 <sup>1</sup>	100,000	2,325,000	98,976	4.3	2,277,402
1988-89	2,925,000	75,000 <sup>1</sup>	350,000	3,275,000	126,941	3.9	2,889,955
1989-90	3,300,000	0	300,000	3,600,000	154,927	4.3	3,284,632
1990-91	4,600,000	1,000,000 <sup>2</sup>	300,000	4,900,000	210,741	4.3	3,978,476
1991-92	4,600,000	1,000,000 <sup>2</sup>	900,000	5,500,000	217,981	4.0	4,350,908
1992-93	4,775,000	1,175,000 <sup>2</sup>	1,350,000	6,125,000	248,703	4.1	4,628,259
1993-94	4,775,000	1,175,000 <sup>2</sup>	1,350,000	6,125,000	254,398	4.2	4,805,391
1994-95	5,016,250	1,233,750 <sup>2</sup>	1,135,000	6,151,250	272,260	4.4	4,761,397
1995-96	3,016,250	0	1,885,000	4,901,000	219,058	4.5	3,999,053
1996-97	3,016,250	0	1,108,500	4,124,500	222,557	5.4	3,936,538
1997-98	3,016,250	0	2,067,000	5,083,000	248,704	4.9	4,393,679
1998-99	3,016,250	1,000,000 <sup>3</sup>	2,565,000	4,581,250	295,790	6.5	4,423,446
1999-2000	3,016,250	1,000,000 <sup>3</sup>	2,550,000	4,566,250	272,115	5.0	4,240,693
2000-2001	3,916,250	0	3,000,000	6,916,250	279,800	4.1	5,556,854
2001-2002	3,016,250	145,216*	3,265,000	6,136,034	321,058	5.2	5,815,382
2002-2003	2,863,826	144,471*	2,950,000	5,669,355	346,601	6.1	5,332,946
2003-2004	3,016,250	129,980*	2,953,266	5,863,826	362,600	6.2	5,476,936
2004-2005	3,209,270	0	1,821,610	5,030,880	392,375	7.8	4,638,505
2005-2006	5,367,044	0	354,175	5,721,219	402,300	7.0	5,318,915
2006-2007	5,367,044	0	939,900	6,306,944	437,885	7.0	5,869,059
2007-2008	5,367,044	0	1,070,841**	6,437,885**	437,885**	6.8**	6,000,000**

Source: SC Student Loan Corporation, 1995-2007. \*Mid-year budget cuts. <sup>1</sup>Transferred to SC State for minority recruitment.

<sup>2</sup>Transferred to Governor's Teaching Scholarship Program. <sup>3</sup>Transferred to SDE for technology and GT identification; \*\*projected amounts

The appropriation by the General Assembly increased from \$3.2 million in 2004-05 to almost \$5.37 million in response to recommendations made by the EOC in the 2004 report to increase the total amount a student could borrow over time and to provide sufficient funds to cover the number of students who were unable to obtain loans the previous year. The recommendation to increase the total amount that can be loaned to a student resulted from data demonstrating that tuition had increased an average of over 300 percent at the state's public institutions since 1984-85, but the amount a student could borrow had not increased. Tuition at private colleges had increased as well. The tuition figures did not include the cost of room and board, books or transportation for students; all had increased significantly over the twenty year period.

### **Critical Need Identification**

In the Education Improvement Act, the General Assembly assigned the duty of defining the critical need areas to the State Board of Education (SBE): "Areas of critical need shall include both rural areas and areas of teacher certification and shall be defined annually for that purpose by the State Board of Education." Beginning in the fall of 1984, the SBE has defined the certification and geographic areas considered critical and subsequently those teaching assignments eligible for cancellation. Only two subject areas – mathematics and science - were designated critical during the early years of the programs, but recent teacher shortages have expanded the number of certification areas. To determine the subject areas, the South Carolina Center for Educator Recruitment, Retention and Advancement (CERRA) conducts a Supply and Demand Survey of all 85 South Carolina school districts, the Department of Juvenile Justice and the South Carolina School for the Deaf and the Blind. Beginning in 2002-03, subject areas with twenty percent or higher vacancy rates and/or are filled with candidates who are not fully certified in the subject area are designated critical need. For 2007-08, Physical Education and Early Childhood Education were added to the list in response to anticipated shortages as a result of the Student Health and Fitness Act of 2005 and the Education Oversight Committee's Interim Report on the First Year Implementation of the Child Development Education Pilot Program (CDEPP), respectively.

- |                               |                                |
|-------------------------------|--------------------------------|
| • All Middle Level Areas      | French, German, and Latin)     |
| • Art                         | • Industrial Technology        |
| • Business Education          | • Mathematics                  |
| • Dance                       | • Media Specialist             |
| • Early Childhood Education   | • Music                        |
| • English/Language Arts       | • Physical Education           |
| • Family and Consumer Science | • Science (Biology, Chemistry, |
| • Foreign Languages (Spanish, | Physics and Science)           |

- Special Education (all areas)
- Speech and Drama, Theater
- Speech Language Therapist

Today, few areas of certification are not considered critical need areas; they include social studies, agriculture, health, and school psychologists. The SBE had considered multiple factors in designating rural critical geographic areas over the last twenty years, including degree of wealth, distance from shopping and entertainment centers, and faculty turnover. Over the life of the program, the designation of critical geographic area has changed. In 1984-85, 69 of the 91 school districts qualified as critical geographic districts. In 1994, schools in urban districts that had one of the fifteen highest average teacher turnover rates over the previous three years also were designated as critical geographic need schools in order to assist those districts in the recruitment of teachers. Then, at the beginning of the 2000-01 school year, the SBE adopted the criteria established for the federally funded Perkins Loan Program as the criteria for determining critical need schools. The Perkins Loan Program uses free and reduced lunch figures to determine schools eligible for loan forgiveness. For the 2002-03 and 2003-04 school years, 984 of the 1106 South Carolina public schools (89 percent) qualified for critical geographic need.

During the 2004 legislative session, changes were made to the definition of critical geographic area through Proviso 1A. 50. The proviso read:

Notwithstanding the provision of Section 59-26-20 (j) for those students seeking loan cancellation under the Teacher Loan Program after July 1, 2004, "critical geographic area" shall be defined as schools that have an absolute rating of below average or unsatisfactory, schools where the average teacher turnover rate for the past three years is 20 percent or higher, or schools that meet the poverty index criteria at the 70 percent level or higher. The list shall also include special schools, alternative schools, and correctional centers as identified by the State Board of Education.

Loan recipients serving in schools identified as critical geographic need under the Perkins Loan criteria are able to continue to cancel their loans at those schools through a grandfather provision. The net effect of the change in the law was that for 2005-06 only 534 of the 1106 public schools, 48.28 percent, qualified for critical geographic need designation. For 2007-08, the number of schools qualifying for critical geographic need designation increased to 702 of 1187 school units (some schools have both elementary and middle or middle and high grade levels, 59.1 percent). Over time the changes in the designation of critical geographic needs



schools will probably increase as the poverty factor increases state wide; more schools will be designated as critical geographic need schools as a result.. The change in the critical geographic need designation, however, will not affect the number of teachers qualifying for cancellation based on the critical need subject area, but may affect how quickly some teachers will be able to cancel their loans.

Of utmost interest is whether the TLP is providing long term solutions to staffing in critical geographic need schools or whether teachers are staying in the schools just long enough to completely cancel their loan. If the teachers are moving at the end of the cancellation period or migrating from school to school on a frequent basis, then the TLP is not meeting one of the goals of the program: to help solve the staffing needs of critical geographic need schools on a stable basis. An analysis of the data from loan cancellation files during the preparation of the 2005 report found that 2,054 individuals had completed cancellation of their loans between the 1994-95 and 2004-05 academic years. Of those individuals, 77.5 percent (1,592 of 2,054) had taught in only one or two schools during their career. Only twenty-nine individuals had taught in five or more schools. Furthermore, for individuals teaching and still in the process of canceling their loans, 93 percent (1,888 of 2,030) had taught at only one or two schools; only five had taught in five or more schools. Overall, recipients of loans did not appear to change schools frequently or leave the qualifying school immediately after completing cancellation; thus, the program is helping provide some stability in school staffing. The pattern may change in the future, however, as a result of the changes in the identification of schools qualifying for critical geographic need. Changes in the pattern may not appear for several years and should be studied as part of the 2007-08 programs report.

#### **Historical Analysis of Applicant Pool**

During the first ten years of the Teacher Loan Program, 11,387 individuals received a loan through the Teacher Loan Program (duplicated count, SLC). Specific demographic information is not available for these recipients, but information on applicants since 1994-95 is available. Those records were reviewed to gain an understanding of who applied for and who received the teacher loans. Since 1994-95, the SLC received 24,270 applications for the Teacher Loan Program. The number of applicants is a duplicated count as one applicant could have applied for loans in multiple years. Of the 24,270 applications, 67.3 percent were approved; 25.8 percent were denied and 6.7 percent were cancelled by the applicant. Applications generally were denied for failure to meet the academic grade point criteria (44.3 percent) or for having not passed the EEE or Praxis I, (18.2 percent). The data presented in Table 2 indicates some applications in 1994-95, 1995-96, 2001-02, 2002-03 2003-04, 2004-05, 2005-06 and 2006-07

were denied because of inadequate funds available for the program. Fewer applicants were affected by insufficient funding in 2006-07 than in previous years.

**Table 2**  
**Application Status of Applicants 1994-95 through 2006-07**

Year	Total Applied*	Approved # (%)	Application Cancelled # (%)	Denied # (%)	Reason for Denial				
					Credit Problem	Academic Reason	No EEE Praxis	Other**	Inadequate loan funds
1994-95	2,242	1,416 (63.2)	176 (7.8)	650 (29)	48	241	69	52	240
1995-96	2,024	986 (48.7)	176 (8.7)	862 (42.6)	8	229	115	20	490
1996-97	1,446	982 (67.9)	118 (8.2)	346 (23.9)	5	262	51	28	
1997-98	1,545	1,117 (72.3)	119 (7.7)	309 (20)	3	201	63	42	
1998-99	1,569	1,138 (72.5)	128 (8.2)	303 (19.3)	10	182	54	57	
1999-00	1,532	1,121 (73.2)	85 (5.5)	326 (21.3)	6	206	69	45	
2000-01	2,028	1,495 (73.8)	112 (5.5)	421 (20.7)	16	244	86	74	
2001-02	2,297	1,536 (66.9)	106 (4.7)	655 (28.5)	8	312	122	56	157
2002-03	2,004	1,332 (66.5)	110 (5.5)	562 (28)	3	219	139	73	126
2003-04	1,948	1,345 (69)	118 (6.1)	485 (24.9)	1	189	125	66	104
2004-05	1,735	1,101 (63.5)	93 (5.4)	541 (31.2)	1	148	65	57	267
2005-06	1,902	1,299 (68.3)	154 (8.1)	449 (23.6)	2	145	102	86	111
2006-07	2,033	1,466 (72.1)	150 (7.4)	417 (20.5)	3	206	78	93	37
TOTAL 1995-2007	24,305	16,334 (67.2)	1,645 (6.8)	6,327 (26.0)	114 (.5) (1.8)	2,784 (11.4) (44.0)	1,138 (4.7) (18.0)	759(3.1) (12.0)	1,532 (6.3) (24.2)

\*This is a duplicated count of individuals because the same individuals may apply for loans in multiple years.

\*\*"Other" reasons include (1) not a SC resident, (2) enrollment less than half time, (3) ineligible critical area, (4) not seeking initial certification, (5) received the maximum annual and/or cumulative loan and (6) application in process.

*Source: SC Student Loan Corporation, 1995-2007.*

Applicants for the program remain overwhelmingly white and/or female. The percentage of students failing to report their gender and/or race ranged from 8-13 percent between 2001-02 and 2003-04, decreased to 4 percent in 2004-05, rose again to 17 percent in 2005-06, but fell to 11 percent in 2006-07. The percentage of male applicants increased to 16 percent in 2006-07 but still remains at just over 14 percent of the applicants overall.

**Table 3**  
**Distribution of Applicants to the Teacher Loan Program by Gender 1994-95 through 2006-07**

Year	Number Applied	Gender					
		Male		Female		Unknown	
		#	%	#	%	#	%
1994-95	2,242	246	11	1,476	66	520	23
1995-96	2,024	305	15	1,692	84	27	1
1996-97	1,446	195	13	1,189	82	62	4
1997-98	1,545	247	16	1,241	80	57	4
1998-99	1,569	261	17	1,267	81	41	3
1999-00	1,532	263	17	1,212	79	57	4
2000-01	2,028	299	15	1,628	80	101	5
2001-02	2,297	288	13	1,769	77	240	10
2002-03	2,004	246	12	1,599	80	159	8
2003-04	1,948	253	13	1,480	76	215	11
2004-05	1,735	261	15	1,413	81	61	4
2005-06	1,902	282	15	1,305	69	315	17
2006-07	2,033	328	16	1,482	73	223	11
TOTAL	24,305	3,474	14	18,699	77	2,078	9

*Source: SC Student Loan Corporation, 1995- 2007.*

**Table 4**  
**Distribution of Applicants to the Teacher Loan Program by Race/Ethnicity**  
**1994-95 through 2006-07**

Year	Number Applied	Ethnicity							
		African-American		Other		White		Unknown	
		#	%	#	%	#	%	#	%
1994-95	2,242	210	9	20	1	1,580	70	432	19
1995-96	2,024	271	13	31	2	1,664	82	58	3
1996-97	1,446	236	16	14	1	1,115	77	81	6
1997-98	1,545	258	17	12	1	1,195	77	80	5
1998-99	1,569	301	19	9	1	1,193	76	66	4
1999-00	1,532	278	18	14	1	1,164	76	76	5
2000-01	2,028	310	15	25	1	1,555	77	138	7
2001-02	2,297	361	16	15	1	1,630	71	291	13
2002-03	2,004	280	14	14	1	1,506	75	204	10
2003-04	1,948	252	13	13	<1	1,426	73	257	13
2004-05	1,735	263	15	17	1	1,357	78	98	6
2005-06	1,902	267	14	28	1	1,416	74	191	10
2006-07	2,033	356	17	20	1	1,495	74	162	8
TOTAL	24,305	3,643	15	232	<1	18,296	75	2,134	9

*Source: SC Student Loan Corporation, 1995-2007.*

Neither the program-enabling legislation nor related regulations establishes a program objective addressing different demographic groups. Twice, however, money from the program was earmarked for minority recruitment. From 1986-87 through 1988-89, \$75,000 was earmarked for South Carolina State University to recruit minority students. And in 1995-96, a proviso set aside up to \$5,000 per district for qualified minority students. South Carolina State University still receives a separate allocation for minority student recruitment. The allocation was \$467,000 in 2006-07 and remains at that level for 2007-08. Loan recipients at the historically African-American institutions remain, however, disturbingly low. In 2006-07, 188 African American individuals received a loan, and increase from 130 in 2005-06. Of the 188 who indicated they were African-American, none attend Morris College, two attended Claflin University, 12 attended Benedict College, and 19 attended South Carolina State University. In 2005-06, Morris College again had no recipients, Claflin College two, Benedict College three, and South Carolina State University had 15 of the 130 recipients who indicated they were African-American.

The TLP continues to appeal overwhelmingly to undergraduate applicants. Table 5 showcases applicant patterns by academic status. Although only 19 percent of program applicants are freshmen, consistently 59 percent are continuing undergraduates. This may reflect that students are more willing to commit to a professional program after their initial year of post-secondary education. Interviews with potential graduate student loan applicants identified a

hesitancy to participate in the program because they were uncertain about where they might be living after completing their degrees (due to marriage or impending marriage).

**Table 5**  
**Distribution of Applicants to the Teacher Loan Program by Academic Level Status**  
**1994-95 through 2006-07**

Year	Number Applied	Academic Level Status									
		Freshman		Continuing Undergrad		1 <sup>st</sup> Semester Graduate		Continuing Graduate		Unknown	
		#	%	#	%	#	%	#	%	#	%
1994-95	2,242	491	22	1,403	60	76	3	171	8	101	5
1995-96	2,024	435	21	1,280	60	92	4	155	8	62	3
1996-97	1,446	261	18	897	60	73	10	164	11	51	4
1997-98	1,545	272	18	876	60	138	10	202	13	57	4
1998-99	1,569	295	19	856	60	146	10	224	14	48	3
1999-00	1,532	331	22	863	60	135	10	196	13	7	<1
2000-01	2,028	440	22	1,087	50	194	10	300	15	7	1
2001-02	2,297	545	24	1,241	54	215	9	291	13	5	<1
2002-03	2,004	336	17	1,183	59	205	10	277	14	3	<1
2003-04	1,948	298	15	1,177	60	194	10	263	14	16	<1
2004-05	1,735	232	13	1,068	62	162	9	256	15	17	1
2005-06	1,902	281	15	1,083	57	231	12	248	13	59	3
2006-07	2,033	363	18	1,157	57	209	10	251	12	53	3
TOTAL	24,305	4,580	19	14,171	58	2,070	9	2,998	12	486	2

*Source: SC Student Loan Corporation, 1995-2007*

While freshmen have been nineteen percent of the applicants, they have received twenty-two percent of the loans during the period 1994-2007. Continuing undergraduates, including fifth year undergraduates, have received sixty-nine percent of the loans, while graduate students have received nine percent of the loans. While freshmen received twenty-two percent of the loans, sophomores received only twelve percent of the loans. Why is there a drop in loans to sophomores? Three possible explanations include individuals deciding that they do not want to become teachers, people leaving school after freshman year, and individuals no longer meeting the qualifications to receive the loans. There are two primary reasons sophomores may no longer qualify for the loan: their GPA is below a 2.5 and/or they have not passed the Praxis I test required for entrance into an education program. There are no data on how many of the applicants rejected for not having passed the Praxis I exam were rejected for actually failing the exam or simply had not taken the exam. Either way, the applicant would not qualify for additional TLP loans until the Praxis I was passed. A quick look at the loan applications for 2004-05 found that of the 168 freshmen that received a loan in 2003-04, only 104 applied for loans in 2004-05 by the time of this report. Of those 104 applicants, only fifty-two were approved for a loan, thirteen were rejected for having a GPA that was too low, twenty-two were rejected because they had not passed the Praxis, sixteen were denied because the program was out of

money, and one application was withdrawn. For 2004-05, only thirty-one percent of the 2003-04 freshmen class received a TLP loan.

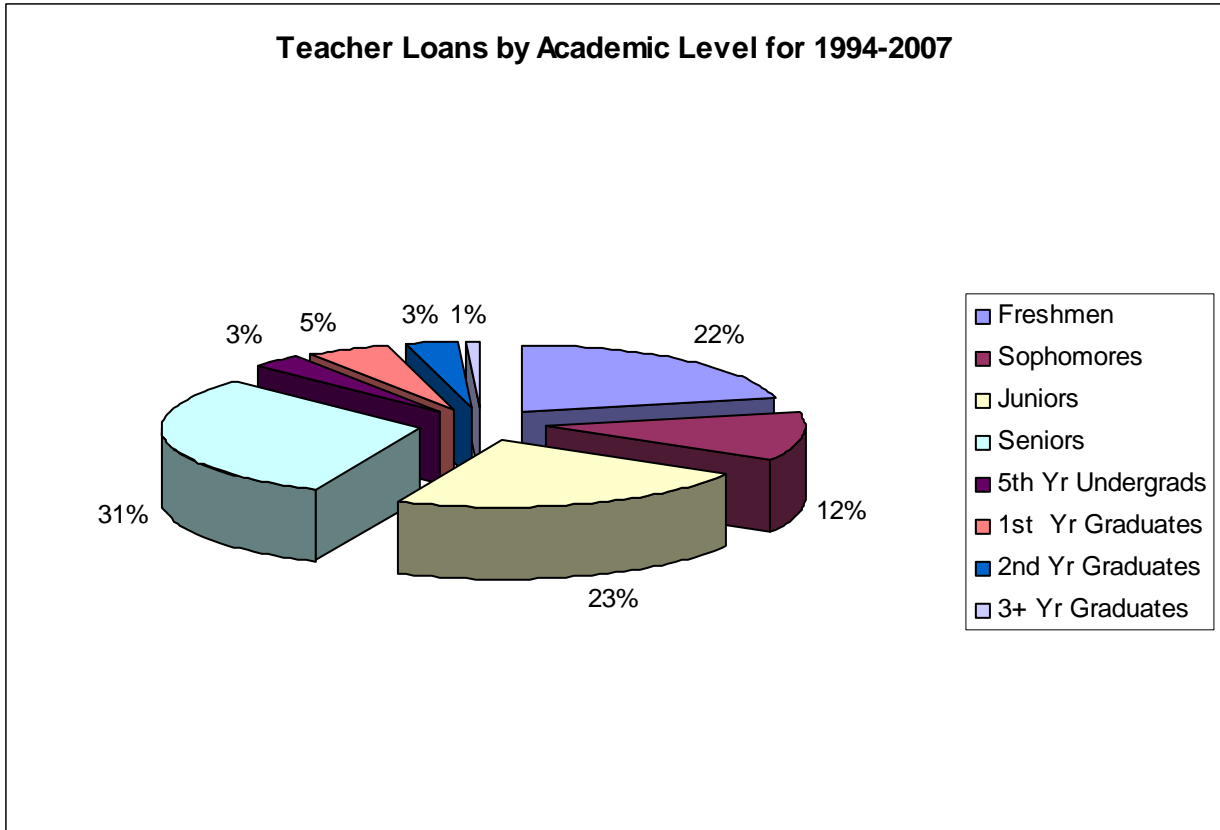
In contrast, in 2003-04 114 sophomores received a loan. For the 2004-05 academic year 111 reapplied for a loan by the time of the 2005 report, with 102 receiving a loan, four canceling the application, four denied for lack of funds, and one denied for not having passed the Praxis I (students receiving money for the first time during their sophomore year have one year to pass the Praxis I like freshmen). Almost 89.5 percent of the sophomores in 2003-04 received money in 2004-05, and 97.4 percent reapplied, compared to only 61.9 percent of the freshmen. The decline in sophomore applications and recipients is a second question that needs further study for the 2007-08 report on the Teacher Loan Program.

As shown in Table 6 and Figure 1, between 1994-95 and 2006-07, the sophomore class usually has been much smaller than the freshmen class except in years that the program did not have sufficient funding (1995-96).

**Table 6**  
**Distribution of Recipients of the Teacher Loan Program by Academic Level Status**  
**1994-95 through 2006-07**

	94-95	95-96	96-97	97-98	98-99	99-00	00-01	01-02	02-03	03-04	04-05	05-06	06-07
Freshmen	268	8	137	173	292	225	291	318	183	168	121	185	221
Sophomores	143	108	71	105	107	93	145	166	143	114	69	89	148
Juniors	290	246	228	225	228	205	278	306	274	317	248	230	267
Seniors	381	395	359	338	330	324	376	400	396	386	392	419	441
5 <sup>th</sup> Yr Undergrads	37	34	31	37	34	36	48	35	31	55	50	67	61
1 <sup>st</sup> Yr Graduates	64	91	70	165	168	143	231	208	218	187	118	203	212
2 <sup>nd</sup> Yr Graduates	41	45	67	45	67	88	104	82	72	86	82	85	92
3+ Yr Graduates	12	3	18	22	8	7	19	8	13	26	20	21	15

*Source: SC Student Loan Corporation, 1995-2007*



**Figure 1:** Percentage of Teacher Loans by Academic Level for 1994-2007.

### **Interactions with the Teacher Cadet Program**

In 2004, based on the data on participation and academic standing, the EOC recommended that freshmen not be granted loans unless they had participated in the Teacher Cadet Program. The recommendation was adopted by the General Assembly as part of the 2005-06 Appropriations Bill. A deeper analysis the following year of 286 of the 291 freshmen that received loans during the 2000-01 academic year found little difference in the long term participation rates of freshmen who had participated in the Teacher Cadet Program and those that had not. Of the 157 freshmen who had participated in the Teacher Cadet Program, 38 percent received a loan only during the freshmen year, while 44 percent of the freshmen who did not participate in the Teacher Cadet Program received a loan only during the freshmen year. As seniors, 42 percent of each group received a Teacher Loan. Thirteen percent of the participants in the Teacher Cadet Program did not receive a loan as sophomores, but received a loan in a subsequent year, compared to 16 percent of the non Teacher Cadet participants. Anecdotal feedback from teachers, guidance counselors, and parents indicated that freshmen who did not have access to or participate in the Teacher Cadet Program rely on the Teacher Loan Program to help them pursue a degree in education as much as students who have access to Teacher Cadet classes. The requirement that freshmen must have participated in the Teacher Cadet Program was removed from program participation requirements beginning with the 2006-07 academic year.

Teacher Cadets usually know that they want to be teachers when they enter college, and as Table 7 shows, an average of thirty-five percent of TLP applicants have been Teacher Cadets. The Center for Educator Recruitment, Retention, and Advancement of South Carolina (CERRA) coordinates the Teacher Cadet Program. As reported by CERRA, the mission of the Teacher Cadet Program "is to encourage academically talented or capable students who possess exemplary interpersonal and leadership skills to consider teaching as a career. An important secondary goal of the program is to provide these talented future community leaders with insights about teaching and school so that they will be civic advocates of education." Teacher Cadets must have at least a 3.0 average in a college preparatory curriculum, be recommended in writing by five teachers, and submit an essay on why they want to participate in the class. In 2002-03 the program was in 140 South Carolina high schools and enrolled 2,302 academically talented high school juniors and seniors. In 2003-04, 2,219 students were enrolled in Teacher Cadet in 134 schools. CERRA reported that for the 2004-05 school year they were able to recruit five new schools to the program, revive the program at eight additional schools, but lost the program at three schools due to staffing issues connected to budget constraints, leading to

a total of 159 classes in 144 schools. For the 2006-07 school year, 156 schools participated in the program and served 2,556 and the number should increase slightly in 2007-08. Overall, the Teacher Cadet program has been in over 169 high schools over the last four years, or about seventy-five percent of South Carolina public schools (CERRA, 2007). Of the 2,556 students served by the program in 2006-07, 39 percent indicated that they planned to become teachers.

**Table 7**  
**Distribution of Applicants to the Teacher Loan Program by Teacher Cadet Program Participation**  
**1994-95 through 2006-07**

Year	Number Applied	Teacher Cadets	%	Not Teacher Cadets	%	UNKN OWN	%
1994-95	2,242	761	34	1,348	60	133	6
1995-96	2,024	751	37	1,203	59	70	3
1996-97	1,446	537	37	864	60	45	3
1997-98	1,545	545	35	946	61	54	4
1998-99	1,569	577	37	939	60	53	3
1999-00	1,532	560	37	896	58	76	5
2000-01	2,028	685	34	1,245	61	98	5
2001-02	2,297	773	34	1,269	60	155	7
2002-03	2,004	727	36	1,209	60	68	3
2003-04	1,948	669	34	1,186	61	93	5
2004-05	1,735	567	33	1,051	60	117	7
2005-06	1,902	580	31	1,006	53	316	17
2006-07	2,033	695	34	1,269	62	69	3
TOTAL	24,305	8,427	35	14,531	60	1,347	6

*Source: SC Student Loan Corporation, 1995-2007*

Other factors continue to influence who applies for a Teacher Loan. Additional interviews with staff members of the Commission on Higher Education, former education majors and people familiar with college admissions and financial aid procedures, confirmed previous data that financial aid officers focus on finding students grant opportunities before pursuing loans. Obviously a grant of money is better for a student than taking out a loan, but by steering students away from the Teacher Loan Program, financial aid officers may be affecting the number of students who become teachers. Another factor affecting applications from enrolling freshmen is that many high school guidance counselors do not know about and/or do not tell graduating seniors about the Teacher Loan Program. More often than not, students learn about the Teacher Loan Program through the schools of education at their institutions of higher learning after they have started taking education classes.



One important factor with the potential to influence the application pool for the TLP is the economy and the budget situation of the institutions of higher learning. Applications increased thirteen percent from 2000-01 to 2001-02. The spring of 2001 saw a five percent budget cut by the state and the state supported institutions of higher learning raised their tuition. The increase came late in the financial planning process for many students and therefore, more students may have applied for the loans. The budget expectations and impending tuition increases were expected by students for the 2002-03 school year and the rate of applications returned to virtually the same rate as 2000-01. The number of applications in 2003-04 remained consistent with the previous year, followed by a drop in applicants in 2004-05, then rebounded to the previous level in 2005-06. The reasons for the drop are unknown, but applications have increased by 15.2 percent from 1735 in 2004-05 to 1998 in 2006-07. There was a five percent increase in applications between 2005-06 and 2006-07.

### **Interactions with State Scholarship Programs**

Numerous scholarship programs have been developed by the General Assembly to assist students in attending institutions of higher learning in South Carolina. In 1999, the General Assembly created the Teaching Fellows Program to recruit up to 200 high achieving high school seniors each year into teaching. Students who receive a Teaching Fellows award go through a rigorous selection process and are awarded up to \$6000 per year as long as they continue to meet minimum criteria. Recipients agree to teach in South Carolina at least one year for each year they receive an award and they sign a promissory note that requires repayment of the scholarship should they not teach. In addition to being an award instead of a loan, the Teaching Fellows Program differs from the Teacher Loan Program in that recipients do not have to commit to teaching in a critical need subject or geographic area to receive the award. Research on the impact of the Teaching Fellows Program on the TLP was conducted for a previous report. Between 2000-01 and 2006-07, only 57 individuals have received both a Teaching Fellow Scholarship and a Teacher Loan. All but three recipients occurred in 2000 and 2001. Data indicate that the Teaching Fellows Program is having no impact on the TLP in regards to applications or receipt of loans. The impact may be minimal because Teaching Fellows are also eligible for Life Scholarships or Palmetto Fellow Scholarships.

An issue raised in the initial annual review in May 2002 was whether the other newly created scholarship programs for colleges and universities in the state were adversely affecting the TLP.

The other scholarship programs in question include the Palmetto Fellows Program, the Life Scholarships, and the Hope Scholarships.

The Palmetto Fellows Program and the Life Scholarships award students scholarships based on academic achievement, but neither has any direct connection to teacher recruitment. Palmetto Fellows meet rigorous selection criteria to receive an award of up to \$6,700 per year, depending on available funding. Students can receive an award for up to eight semesters based on their initial college enrollment date and keep their awards as long as they maintain minimum requirements. Recipients of Life Scholarships, a program created in 1998, receive up to \$5,000 per year, depending on available funding and tuition at the receiving institution. The \$5,000 award includes \$300 for books and \$4,700 towards tuition. Students are eligible to receive a Life Scholarship if they meet two of three criteria: 1,100 or better on the SAT, a 3.00 grade point average, and/or rank in the top 30 percent of their graduating class. Students may not receive both a Palmetto Fellows and Life Scholarship at the same time. Hope Scholarships, created by the legislature in 2001, are presented to students who do not qualify for the Life Scholarships and may be used for the freshman year only. The Hope, Life and Palmetto Fellows scholarship programs were created with no direct connection to teacher recruitment.

Concern was raised in the 2002 report about whether these scholarship programs directed students away from the teaching profession. Working with the Commission on Higher Education, the Student Loan Corporation and the South Carolina Department of Education, specific data files from the three organizations were merged and cross-referenced to determine how the scholarship programs were interacting with the TLP and affecting the teaching pool. Table 8 shows the number of teachers in South Carolina over the last nine years who have participated in the Hope, Life, or Palmetto Fellows programs. The first class of graduates from the Teaching Fellows Program was in the spring of 2004. For the first time since this study began, recipients of the Hope Scholarship program who also received a teacher loan were identified as entering the classroom; five entered during 2006-07. The merged data found 1,306 recipients of the Life Scholarship teaching in South Carolina public schools in 2006-07 and 59 Palmetto Fellows recipients were teaching. Considering the short time the Life Scholarship program has been in place the number is impressive and encouraging. The Life Scholarships are awarded only to South Carolina high achieving students, thus the state is keeping some of its brightest students in state and they are entering the field of education.

**Table 8****Loan Recipients serving in South Carolina schools in 2006-07 matched with the Scholarship file**

	YEAR								
Scholarship Type	1998-99	99-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
LIFE	11	93	227	370	533	701	898	1,069	1,306
Palmetto Fellows					2	10	27	39	59
Total	11	93	227	370	535	711	925	1,108	1,365

*Source: Commission on Higher Education, 2007.*

Another issue raised by the creation of the programs revolved around how many students in each program were majoring in education. Table 9 shows the number of scholarship recipients each year. It is a duplicated count and it should be remembered that students can lose and regain their scholarships based on academic performance.

**Table 9****Number of Scholarship Recipients**

Scholarship	1998	1999	2000	2001	2002	2003	2004	2005	2006	Total
Hope					2,085	2,325	2,344	2,449	2,408	9,203
LIFE	14,618	16,374	16,560	19,469	23,331	25,458	27,109	27,832	28,362	170,751
Palmetto Fellows				2,606	2,915	3,358	3,663	4,316	4,755	16,858
Total	14,618	16,374	16,560	22,075	28,331	31,141	33,116	34,597	35,525	232,332

*Source: Commission on Higher Education, 2007.***Table 10****Percent of Students that Received Scholarships for each Fall Term  
and had Declared an Education Major**

Scholarship	1998	1999	2000	2001	2002	2003	2004	2005	2006	Average
Hope	0	0	0	0	14.3	13.9	13.2	15.1	14.7	14.2
LIFE	7.2	7.7	7.4	11	11.4	12.1	12.1	12.2	11.7	10.7
Palmetto Fellows	0	0	0	5.9	6.1	7.0	6.3	7.1	7.1	6.7
Total	7.2	7.7	7.4	10.4	11.1	11.7	11.5	11.7	11.3	10.5

*Source: Commission on Higher Education, 2007.*

In the first year of the Life Scholarships 7.2 percent of the recipients declared as education majors. Over the last five years the percentage of Life scholarship recipients declaring an Education major has grown and held steady at over 12 percent, though it fell to 11.7 percent, and for the life of the program the average is 10.7 percent of the recipients. The percentage of the first recipients of the Hope Scholarships was even greater at 14.3 percent, and over the five years of the program averaged 14.2 percent. The initial percentage of Palmetto Fellow recipients was 5.9 percent, with an average of 6.7 percent over the six years of the program. The number of student scholarship recipients majoring in education remains encouraging.

### **TLP Recipients and College Admission Scores**

One positive trend about TLP loan recipients is evident: a significant increase in the average SAT score for loan recipients. As stated above, applicants for the TLP are required to have an SAT or ACT score equal to or greater than the SC average for the year of graduation from high school or the most recent year for which data are available. Concern over many of South Carolina's brightest students going to schools outside the state was one reason for the creation of the various scholarship programs; yet it was unknown whether the scholarships would adversely affect who applied and received loans through the TLP, specifically, would the SAT scores of TLP recipients increase, decrease or remain stagnant. As Table 11 shows, the average SAT score for TLP recipients has increased from slightly over 961 in 1998-99 to 1076.8 in 2006-07. This last average score is well above the national SAT average of 1017 for 2006-07. The SAT average for TLP recipients is in sharp contrast to the SAT scores for students indicating an interest in education as a college major. Scores for loan recipients on the ACT have not been reviewed, but should be for future reports. Perhaps the loan program is benefiting from the scholarship programs by keeping the better students in state; keeping them in state to work, and remain in the classroom over five years, will be a greater challenge.

**Table 11**  
**Average SAT Scores of Loan Recipients**

ACAD_YR	1998-99	1999-00	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	Average
Aver SAT score	961.1	960.9	971.3	997.9	1024.1	1056.9	1069.6	1076.7	1076.8	1020.3

### **Repayment Patterns**

The Teacher Loan Program allows recipients to cancel loans through teaching or repayment of the loan through monthly payments with interest. In the initial review of the TLP repayment data indicated that about half of the loan recipients repay their loan through monthly cash payments, more than 40 percent are canceling by fulfilling the teaching requirements, while about 10 percent of them are using a combination of teaching and monthly payments. These repayment patterns continued through the 2006-07 fiscal year.

### **Loan Recipients Who Serve Currently in SC Public Schools**

After merging of the data files from Student Loan Corporation (SLC) and State Department of Education (SDE), 5,271 loan recipients between the years of 1994-95 and 2006-07 were

identified as serving in the South Carolina public school system in Spring 2007. Among the 5,271 individuals:

- 87.6 percent are female, 11.5 percent male and 0.9 percent are unknown.
- 84 percent are Caucasian, 13 percent African American, and 3 percent other/unknown.
- 37 percent were in the process of paying back the loan by teaching,
- 24 percent had cancelled their loans through teaching
- 37 percent had paid the loan back in cash or were in the process of repaying the loan
- 3 percent fell in a variety of other categories (loan consolidation, in deferment, etc.)
- Only two loans had been written off by SLC for lack of repayment.

**Table 12**  
**Loan Recipients in South Carolina Schools by Gender and Ethnicity**

Gender	Number	Percent
Male	606	11.5
Female	4,615	87.6
Unknown	50	0.9
<b>Ethnicity</b>		
African American	669	12.7
Caucasian	4,419	83.8
Asian	9	0.2
Hispanic	24	0.5
American Indian	8	0.2
Unknown	142	2.7
<b>Total</b>	<b>5,271</b>	<b>100.0</b>

Over 1000 loan recipients who received loans prior to 1994-95 were still teaching in South Carolina public schools. The exact number is unknown because of a lack of sufficient data.

The following table presents areas of certification for the 5,271 loan recipients since 1994-95 who were serving in SC public schools as of 2006-07 school year. Just under 48 percent (2,520) are certified in elementary education, 6 percent (339) in mathematics, 11.1 percent (585) in early childhood education, 3.5 percent (184) in science, and about 9.5 percent (500) in special education. Nearly 94.9 percent (5,004 of 5,271) of the individuals' primary certification is as classroom teachers, child development or kindergarten teachers, or special education teachers. Primary certification as administrators comprised less than 0.3 percent (16 of 5,271) of loan recipients, guidance counselors 1.1 percent (58 of 5,271), media specialists just over 1.2 percent (64 of 5,271) and speech correctionists just under 2.3 percent (119 of 5,271). The vast majority of loan recipients since 1994-95 work in the classroom on a daily basis.

**Table 13**

**Loan Recipients Serving in SC Public Schools as of 2006-07**

**Primary Area of Certification**

Certification Code	Certification Subject	Number certified	Certification Code	Certification Subject	Number certified
AU	DRAFTING	1	20	SOCIAL STUDIES	131
AV	ELECTRICITY	2	21	HISTORY	4
GT	GIFTED AND TALENTED	0	25	GOVERNMENT	0
01	ELEMENTARY	2,520	26	PSYCHOLOGY	2
02	GENERIC SPEC. EDUC.	151	29	IND. TECH. EDUC.	5
03	SPEECH CORRECTIONIST	119	30	AGRICULTURE	4
04	ENGLISH	270	32	DISTRIBUTIVE ED.	2
05	FRENCH	29	35	FAMILY AND CONSUMER	7
06	LATIN	2	36	INDUSTRIAL ARTS	0
07	SPANISH	59	40	OFFICE OCCUPATIONS	1
08	GERMAN	3	46	DATA INFO. PROCESS	1
1A	MID. SCH. LANG. ARTS	1	46	BUSINESS EDUCATION	42
1C	MID. SCHOOL SCIENCE	2	4B	BUS/MARK/COMP. TECH	13
1D	MID. SCH. SOC. STU.	5	50	ART	86
1E	MID. LEVEL LANG. ARTS	21	51	MUSIC ED. CHORAL	41
1F	MID. LEVEL MATH.	13	52	MUSIC ED. PIANO	0
1G	MID. LEVEL SCIENCE	6	53	MUSIC ED. VOICE	2
1H	MIDDLE LEVEL SS	27	54	MUSIC ED. INSTRUMENT	32
10	MATHEMATICS	339	57	SPEECH & DRAMA	2
11	GENERAL MATHEMATICS	4	58	DANCE	5
12	SCIENCE	121	59	MUSIC ED. VIOLIN	0
13	GENERAL SCIENCE	12	60	MEDIA SPECIALIST	64
14	BIOLOGY	40	63	DRIVER TRAINING	6
15	CHEMISTRY	9	64	HEALTH	1
16	PHYSICS	2	67	PHYSICAL EDUCATION	37
2A	SP/ED ED. MEN. RET	100	69	SCHOOL PSYCH I	0
2B	SP/ED VIS. HAND.	2	70	SUPERINTENDENT	1
2C	SP/ED. TR. MEN. RET	2	71	PRINCIPAL – ELEM.	12
2D	SP/ED. HEARING HAND.	3	72	PRINCIPAL - HIGH.	1
2E	SP/ED. EMOT. HAND.	70	73	ELEM. SUPERVISOR	0
2F	SP/ED. ORTH. HAND.	1	74	SEC. SUPERVISOR	0
2G	LEARNING DISABIL.	129	80	READING TEACHER	1
2H	SP/ED. MENT DISABIL.	22	82	READING COORDINATOR	1
2I	SP/ED. MUL. CAT.	17	84	SCHOOL PSYCH. II	4
2J	SP/ED. SEV. DISABIL.	4	85	EARLY CHILDHOOD ED	585
5C	THEATER	2	86	GUID. COUN. – ELEM.	45
7A	ADMINISTRATOR	0	89	GUIDANCE - SECOND	13
	UNKNOWN	8	<b>TOTAL</b>		<b>5,271</b>

**Table 14**  
**Loan Recipients Serving in SC Public Schools as of 2006-07**  
**Positions**

Position Code	Position	Number
1	PRINCIPAL	36
2	ASST. PRIN., CO-PRIN., CURR. COORD.	106
3	SPECIAL EDUC. (ITINERANT)	13
4	CHILD DEVELOPMENT	79
5	KINDERGARTEN	214
6	SPECIAL EDUC. (SELF-CONTAINED)	339
7	SPECIAL EDUC. (RESOURCE)	351
8	CLASSROOM TEACHER	3,511
10	LIBRARIAN/MEDIA SPECIALIST	193
11	GUIDANCE COUNSELOR	121
12	OTHER PROFESSIONAL INSTRUCTIONAL-ORIENTED STAFF	59
15	COORDINATOR, JOB PLACEMENT	1
16	DIRECTOR, ADULT EDUCATION	1
17	SPEECH THERAPIST	120
19	TEMPORARY INSTRUCTIONAL-ORIENTED PERSONNEL	8
23	CAREER SPECIALIST	4
27	TECHNOLOGY/IT PERSONNEL	5
28	PERSONNEL DIRECTOR	3
29	OTHER PERSONNEL POSITIONS	2
33	DIRECTOR, TECHNOLOGY	2
35	COORDINATOR, FEDERAL PROJECTS	4
43	OTHER PROFESSIONAL NON-INSTR. STAFF	17
44	TEACHER SPECIALIST	8
46	CONTRACT TEACHER	1
48	ASSISTANT SUPERINTENDENT, NON-INSTRUCTION	1
53	DIRECTOR, INSTRUCTION	1
56	SUPERVISOR, ADULT EDUCATION	1
60	COORDINATOR, AP/G&T	1
65	ENGLISH COORDINATOR	1
74	SICENCE COORDINATOR	1
75	EDUCATIONAL EVALUATOR	1
78	SPECIAL EDUCATION COORDINATOR	6
80	SUPERVISOR, DISTRICT LIBRARY MEDIA SERVICES	1
82	EARLY CHILDHOOD COORDINATOR	2
84	COORDINATOR, ELEMENTARY EDUCATION	1
85	PSYCHOLOGIST	10
89	TITLE I, INSTRUCTIONAL PARAPROFESSIONALS	3
90	LIBRARY AIDE	1
91	CHILD DEVELOPMENT AIDE	1
93	SPECIAL EDUCATION AIDES	3
97	INSTRUCTIONAL COACH	33
99	OTHER COUNTY OFFICE/DISTRICT OFFICE STAFF	5
TOTAL		5,271

Table 14 indicates the actual position the 5,271 individuals who received loans between 1994-95 and 2006-07 were serving in the public schools. Almost 88 percent of the recipients were

involved in direct classroom instruction (4,624 of 5,271), with another 8 individuals serving as Teacher Specialists. Almost 6 percent of the individuals were serving as building level administrators, and 5.4 percent were media specialists or guidance counselors.

### **Career Changer Program**

As stated earlier, the Career Changers program was established in 2000 to assist individuals who want to become teachers and already have a bachelor's degree and work experience. The program has not been reviewed until now because there were little data on which to review the program. Table 15 contains the recipient data by gender. The applicant and recipient data are similar to the TLP data in that the vast majority of recipients are white females, though the ratios fluctuate more from year to year than the rates in the TLP.

**Table 15**  
**Career Changer Recipients by Gender, 2000-07**

Year	Recipient Number	Gender					
		Male		Female		Unknown	
		#	%	#	%	#	%
2000-01	37	4	11	33	89	0	0
2001-02	120	25	21	94	78	1	<1
2002-03	109	21	19	81	74	7	6
2003-04	111	16	14	87	78	8	7
2004-05	145	28	19	116	80	1	<1
2005-06	100	12	12	76	76	12	12
2006-07	96	12	13	71	74	13	13
TOTAL	718	118	16	558	78	42	6

*Source: SC Student Loan Corporation, 2000- 2007.*

**Table 16**  
**Career Changer Recipients by Race, 2000-07**

Year	Recipient Number	Race							
		White		A-A		Other		Unknown	
		#	%	#	%	#	%	#	%
2000-01	37	29	78	6	16	1	3	1	3
2001-02	120	89	74	23	19	2	2	6	5
2002-03	109	87	80	13	12	0	0	9	8
2003-04	111	73	66	26	23	2	2	10	9
2004-05	145	121	84	18	12	2	1	4	3
2005-06	100	77	77	17	17	1	1	5	5
2006-07	96	70	73	20	21	1	1	5	5
TOTAL	718	546	76	123	17	9	1	40	6

*Source: SC Student Loan Corporation, 2000- 2007.*

An analysis of the data from the program reveals that 431 Career Changer recipients have reached cancellation or repayment status. Of those individuals, 197 are presently teaching and

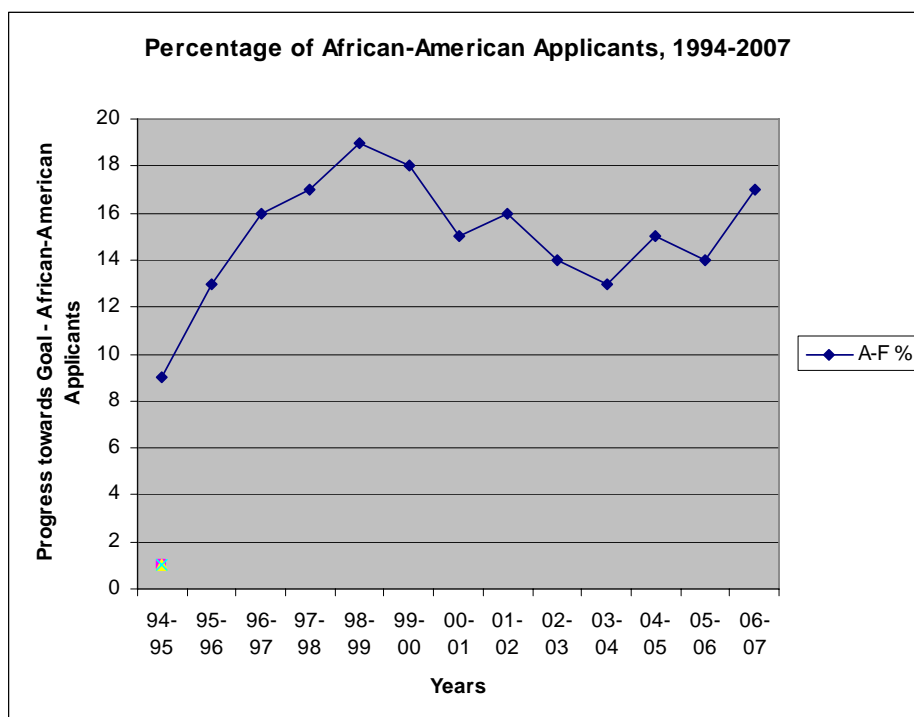


having their loans cancelled, 99 have had their loans completely cancelled through teaching and 16 individuals have taught but are not presently teaching. One hundred three individuals are in the process of repaying their loans and 14 have completed repayment. Thus, 73 percent of the Career Changers receiving loans have entered teaching in a critical need area or school. It is unclear how many of the 80 individuals repaying the loans may be teaching but are not eligible for cancellation, or how many individuals are repaying the loans because they did not finish the program.

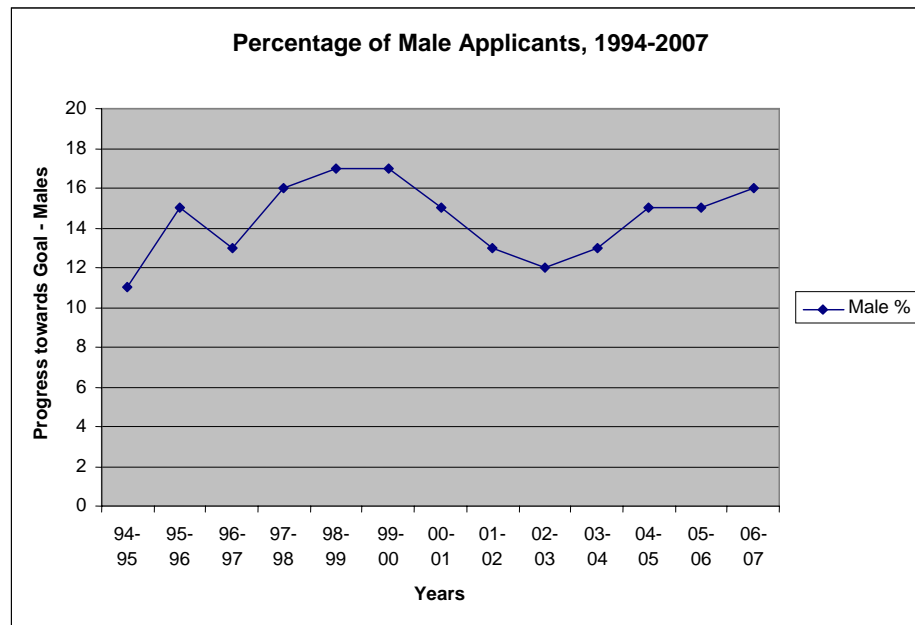
### **Goals and Objectives for the TLP**

In 2003, the EIA and Improvement Mechanisms Subcommittee of the Education Oversight Committee requested that staff develop goals and objectives for the TLP to be recommended to the General Assembly. An advisory committee on the TLP was formed with representatives from CERRA, the Student Loan Corporation, the Division of Educator Quality and Leadership at the State Department of Education, and the Commission on Higher Education. After review of the data, the advisory committee recommended the following three goals and objectives for the Teacher Loan Program in 2004. The goals and objectives presented below were reconfirmed in 2005 and 2006 and remain the recommendation of the advisory committee.

1. The percentage of African-American applicants and recipients of the TLP should mirror the percentage of African-Americans in the South Carolina teaching force (presently 17 percent).



- By Fiscal Year 2009, the percentage of African-American applicants and recipients of the TLP will mirror the percentage of African-Americans in the South Carolina teaching force.
2. The percentage of male applicants and recipients of the TLP should mirror the percentage of males in the South Carolina teaching force (presently 17 percent).



- By Fiscal Year 2009, the percentage of male applicants and recipients of the TLP will mirror the percentage of males in the South Carolina teaching force.
3. Eighty percent of the individuals receiving loans each year under the TLP should enter the South Carolina teaching force (presently 78 percent).
- By Fiscal Year 2009, the percentage of TLP recipients entering the South Carolina teaching force will be 80 percent.

The advisory committee believed that these goals and objectives were reasonable and obtainable, though a significant challenge to the achievement of the goals is there is no entity in charge of seeing that the goals are reached. At present no goal is set for the percentage of recipients who choose to cancel their loans by teaching in a critical need or critical geographic area. Data on the effects of the new critical geographic area definition is needed to establish a well-informed goal.

### **Future Studies**

During the 2006-07 fiscal year, the EIA Subcommittee of the Education Oversight Committee approved a three year study cycle on continuing reports prepared by the staff of the EOC. Every third year a continuing report will address substantive questions in addition to an update on the program under review. The reports issued on the TLP in 2006 and 2007 presented an update on the basic data relevant to the program. For the 2007-08 report, the advisory committee identified five issues for deeper analysis in addition to an update on the program data.

- How is the TLP marketed in the 30 institutions of higher learning that offer a teacher preparation program.
- Why are there so few African American applicants and recipients of the loan program?
- Why do so few sophomores take advantage of the program?
- How does the TLP compare to similar programs offered by 43 states across the nation?
- Should the loan be available to teachers seeking master's degrees in the field in which they are already certified?

Information on the first three issues would be collected via email surveys with programs participants and/or financial aid officers at the teacher preparation institutions. A review of literature and information gathered from the 43 other teacher loan programs will be analyzed for possible recommendations regarding changes to the overall program and whether teachers seeking master's degrees in their present field should be included in the program in the future.

### **Findings and Recommendations**

#### **Findings From Previous Reports Reconfirmed**

- The Teacher Loan Program continues to fulfill the statutory mission to attract individuals into the teaching profession and into areas of critical need.
- Both African-Americans and males remain underrepresented in applications and reception of loans compared to the percentage of each group in the teaching force.
- The sharing of information among the various agencies involved with the program continues to improve.
- The scholarship programs established by the General Assembly have not negatively impacted on the TLP.
- There has been a significant increase in the average SAT score of TLP recipients between 1998-99 and 2006-07.
- There is a significant decrease in the number of sophomores participating in the program compared to freshman participation.

- The Career Changers Program is contributing to the number of teachers in the workforce.
- There is no program governance and administrative organization.
- There is inadequate communication in multiple areas associated with the program, including the meaning of cancellation and how recipients get the loan canceled.
- The mission of the program needs to be reviewed and possible structural changes recommended to the General Assembly.
- Students participating in the Teaching Fellows Program are not receiving additional state assistance from the Teacher Loan Program.
- There have been no major changes in the patterns in the statistical data regarding the gender and ethnicity of the applicant pool or the recipients of loans, percentage of loans going to Teacher Cadets, SAT scores, repayment patterns, or the primary certification area of loan recipients.

#### **New Findings from the 2006-07 Report**

- There has been a 15.2 percent increase in the number of individuals applying for a Teacher Loan over the past two academic years.
- There has been a steady increase in the number of schools qualifying as critical geographic area schools over the last two years.

#### **Recommendations**

1. A Policy Board of Governance should be established, or an existing state agency should be identified as the central authority of the program, with the responsibility to set goals, facilitate communication among the cooperating agencies, advocate for the loan participants and effectively market the Teacher Loan Program. (At the end of the 2007 session of the General Assembly, H3162, a bill to create a Policy Board for the TLP, had passed the House and awaits consideration by the Senate Education Committee).
2. The goals and objectives beginning on page 24 of this report established by the multi-agency advisory committee should be adopted by the Education Oversight Committee as the evaluation standards and objectives for the program.
3. The impact of the increase of qualifying schools on the definition of critical geographic need should be studied over time.



## **Appendix**

### **Findings from Previous Reviews**

The initial review of the program covering the years 1984-2001 was issued in May 2002 and covered four areas: (1) described the program historically; (2) described the applicant and recipient populations; (3) examined the repayment patterns; and (4) examined the degree to which teacher loan recipients are represented in SC's active teaching force.

Findings from the initial reviewed included: 1) the Teacher Loan Program is fulfilling the statutory mission to attract individuals into the teaching profession and into areas of critical need; 2) the Student Loan Corporation has managed the program and the assets of the program well; 3) approximately half of the loan recipients teach at least a minimum number of years to repay the loans; 4) the number of areas of critical need has increased since the inception of the program; 5) the vast majority of loan recipients are white females; and, 6) the collection of and sharing of data among the various partners in the program could be improved. Recommendations from 2002 included: 1) there needs to be better communication and sharing of data among the various partners of the program; 2) additional data on why individuals who receive the loans but do not teach need to be collected; 3) vigorous recruitment of African-Americans and males into the program is needed; and, 4) the impact on the program from South Carolina's multiple scholarship options needs to be studied.

Prior to the completion of the review for the 2001-02 school year the study was expanded to include the 2002-03 school year and move the report date from May to September in an effort to bring the review in line with the budget development process. The second report focused on: (1) a statistical comparison of the two fiscal years to previous years; (2) the connection between recipients of the TLP and the various scholarship programs sponsored by the State of South Carolina; and (3) an evaluation of how the TLP could contribute to the technical assistance programs that are part of the Accountability System.

New findings from 2003 report included: 1) The sharing of information among the various agencies involved with the TLP has improved; 2) the scholarship programs established by the General Assembly have not negatively impacted the TLP; and, 3) there was a significant increase in the average SAT score of TLP applicants between 1998-99 and 2002-03. New recommendations from the report included: 1) the General Assembly should develop long range goals and objectives for the program; 2) the General Assembly should amend the enabling

legislation for the program to allow the program to assist teachers in obtaining advanced degrees in exchange for service in critical geographic need schools; 3) service in Unsatisfactory and Below Average schools should not become a classification for designation of critical geographic need schools; and, 4) the movement of teachers educated with funds from the TLP from school to school should be studied to determine if the program has an impact on providing long term solutions to critical geographic need schools.

The EIA and Improvement Mechanisms Subcommittee of the Education Oversight Committee (EOC), in response to the report released in 2003, requested the staff of the EOC to develop goals and objectives for the TLP for submission to the legislature for their consideration. The development of suggested goals and objectives were one aspect of the report released in 2004 for the 2003-04 academic year. Other topics addressed in the report included: (1) a statistical comparison of the fiscal year to previous years; (2) an analysis of the movement patterns of teachers that received loans during the period of cancellation and after the loan was cancelled; and (3) and an assessment of the issues and challenges for the TLP.

New findings from the 2004 included: 1) the maximum amount of the TLP loan no longer meets the financial needs of the prospective education major; 2) African-Americans and males are both underrepresented in applications and reception of loans compared to the percentage of each group in the teaching force; 3) there is a significant decrease in the number of sophomores participating in the program compared to freshman participation; and 4) the Career Changers Program is contributing to the number of teachers in the work force. New recommendations from the report included: 1) The goals and objectives presented in the report should be adopted by the General Assembly as the official goals and objectives of the program; 2) to achieve the goals and objectives for the program, a marketing program should be established at CERRA; 3) freshmen should be excluded from the loan program unless the applicant participated in the Teacher Cadet program; 4) the amount a student can borrow each year and cumulative for the program should be increased; and, 5) the amount of funding for the program should be increased in order to raise the amounts students can borrow each year and cumulative.

The primary focus of the 2004-05 annual report was on why individuals were repaying the loans instead of canceling the loans. The South Carolina Educational Policy Center (SCEPC) in the College of Education at the University of South Carolina conducted research on behalf of the EOC on why individuals repaid the loans instead of canceling the loans. SCEPC surveyed over

600 individuals identified by the SLC as repaying the loan and about 50 percent of the individuals sent a survey returned the survey. The survey results found that a number of the loan recipients decided that teaching was not their profession of choice, thus, those individuals were repaying the loan. Of greater importance, however, was the finding that many of the respondents were teaching and were eligible for cancellation but were, for a number of reasons, repaying the loans. The SCEPC determined that there were a number of communication issues leading to: confusion on the part of recipients over how to cancel the loan; confusion over who was eligible for cancellation; and a lack of institutional control over program administration. The SCEPC recommended that: a Policy Board of Governance should be established, or an existing state agency involved with the program, should be identified as the central authority of the program, with the responsibility to set goals, facilitate communication among the cooperating agencies, advocate for the loan participants and effectively market the Teacher Loan Program. The EIA Subcommittee of the EOC endorsed, and the full EOC adopted the recommendation. The recommendation was forwarded to the legislature but was not adopted during the 2006 nor 2007 session. As part of their budget request for 2006-07, the Commission on Higher Education requested \$50,000 to manage the policy board if it were created. Presently, H3162 has passed the House and awaits consideration by the Senate Education Committee.

The 2005 report also recommended research into the impact of the Teaching Fellows Program on the TLP and the adoption of the goals for the TLP outlined in the 2004 report. The Teaching Fellows Program was found to have little or no impact on the TLP as reported in the 2006-07 report, which was essentially a statistical update on the program for the 2005-06 academic year. To facilitate future data collections, it was proposed that future reports on the TLP operate on a three year cycle, with two years focusing on statistical updates and the third year incorporating a more significant research question. The recommendation was adopted by the EIA Subcommittee and was implemented with the 2006-07 report.



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